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ABSTRACT

This issue of Forum, a journal designed to permit California community college faculty to share ideas, contains six articles focusing on issues related to the enactment of Assembly Bill 1725 (AB 1725). The first article, "Your Father's Oldsmobile: The Uses of Tradition in Core Programs," by John McFarland, analyzes the development of general education programs in U.S. higher education. "Management Wisdom through the Ages," by Jack Scott, discusses management techniques throughout history, focusing on six main tenets: selecting effective personnel, listening carefully, anticipating problems, correcting mistakes, maintaining integrity, and persevering. Next, Cy Gulassa argues, in "Collaborative Governance in the Foothill-DeAnza Community College District," that the increased faculty and student roles in district governance mandated by AB 1725 can be achieved through the use of policy development groups, and provides a detailed description of the Foothill-DeAnza budget policy group. "Meeting the Needs of the Disabled," by Karen S. Grosz, argues that the failure to meet the needs of disabled students results in a college culture that overlooks the moral and intellectual worth of an individual, thus contradicting the aim of education. Finally, "Theory into Practice: Knowledge and Skills Gained in Graduate School Applied to College Administration," by Ann Stephenson and Jan Moser, applies skills and concepts which the authors learned in graduate school to college administration. The journal concludes with a model of contract faculty hiring procedures prepared by the Academic Senate Educational Policies Committee. (JMC)

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Issues in California Community Colleges

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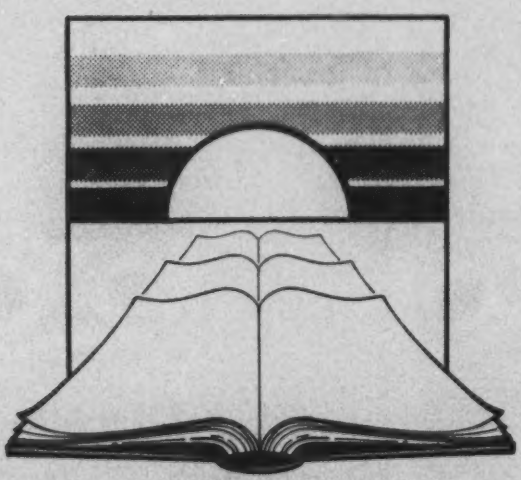

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FORUM

Karen Sue Grosz
Editor

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EDITOR'S PAGE

The sixth issue of the *Forum* focuses on issues of immediate concern to the California Community Colleges. With the passage of Assembly Bill 1725 and its enactment into law, college faculty and administrators have devoted increasing amounts of time to studying its provisions. Central to the legislation are a new hiring mechanism, new roles for faculty in shared governance, development of a general education transfer curriculum, and affirmative action. These topics are reflected in the material that follows.

John McFarland, history professor at Sierra College and chair of the legislative committee of the Faculty Association of California Community Colleges, analyzes the development of general education programs in American higher education. With a historical perspective, he notes the genesis of and eventual shifts in the "Great Books" curriculum, which has become part of the recent debates about general education. Ultimately, he argues that "Critical thinking, not belief, is the proper goal of general education."

Another historian, Jack Scott, the president/superintendent at Pasadena City College, provides a historical backdrop for his presentation of "Management Wisdom Through the Ages." His review of six management tenets centers upon selecting effective personnel, listening carefully, anticipating problems, correcting mistakes, maintaining integrity, and persevering. The ideas contained within his article apply not only to college administrators, but to faculty as well, for these are all techniques the successful faculty member must employ in the classroom, in interactions with students outside class, or in committee meetings jointly developing policy with administrators.

Ann Stephenson, vice president of instruction at Cabrillo College, and Jan Moser, vice president of instruction at Palomar College, share a variety of lessons they learned in graduate school and successfully applied to the community college setting. Again, the ideas they offer, including the observation that "Involvement of the academic senate improved the [decision-making] process and increased acceptance of the results of the process," have application for faculty as well as administrators. As faculty leaders begin carrying out the AB 1725 mandate that hiring policies be developed jointly, they will find the ideas in this article particularly useful, both in developing consensus of opinion among academic senate members and in working with administrators and governing boards.

Also concerned with joint decision making, Cy Gulassa, English professor at DeAnza College, provides a detailed description of the workings of the Foothill-DeAnza Budget Policy Development Group. This collaborative-governance structure has worked well for the Foothill-DeAnza District, pulling together all members of the college community in the policy and budget development process. Gulassa argues that implementation of the AB 1725 mandate for increased faculty and student roles in local district governance can be facilitated through the use of policy development groups. "Apparently limited resources, shifting demographics, and the changing needs of students require unprecedented involvement of all segments in the continuing quest for institutional excellence," Gulassa states.

Academic Senate President Karen S. Grosz addresses another facet of AB 1725: recognition of the increasing diversity within our college community. Specifically focusing upon the needs of the disabled, Grosz maintains that the needs of this particular group have been perhaps overlooked as a result of the intense desire of the disabled to "fit in," to be recognized for their abilities rather than their disabilities. Failure to meet the needs of the disabled, she argues, results in a "culture that perversely idolizes the physical and overlooks the moral and intellectual worth of an individual," and thereby contradicts the aim of education.

Finally, this issue contains the model hiring policy for contract faculty prepared by the Academic Senate Educational Policies Committee, chaired this year by Norbert Bischof. In recognition of the fact that local academic senates represent a range of practices with reference to their involvement in developing hiring policies, the model incorporates the best features of various policies from around the state. In addition, the document references AB 1725 language concerning active faculty involvement in hiring and the joint development of hiring policies by local senates administrations.

Karen S. Grosz, Editor
Santa Monica College

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YOUR FATHER'S OLDSMOBILE: THE USES OF TRADITION IN CORE PROGRAMS

by John McFarland, Sierra College

This idea *is* "your father's Oldsmobile."

What today we call a core curriculum was once all there was to a college education. A common library of readings, designed to be covered in four years, greeted the entering student. Comprehensive and authoritative, it defied, as church doctrine might, any proposal for amendment. Committed as it was to the inculcation of wisdom, it found no space for career training.

Of course, doctors and lawyers had little need of college training in a world where one apprenticed for a profession as if for a trade. Of what professional use was a curriculum devoted to reciting Virgil in Latin or to memorizing Alexander Pope?

The colorful president of the N.Y. Central, Chauncy Depew, spoke for many businessmen (and more philistines) when he grumbled that a classical education "gave the intellect a vast mass of information useful in the library and useless in the shop." At the least it could be said that higher education served as an appliance to polish the social elite's young brass.

Then suddenly, professionalism drove the refurbishers from the temple. President Eliot reorganized Harvard to permit the pursuit of any interest or career. Students in his "elective system" selected a certain number of units from any combination of classes for a degree. Only College English was required of all. In this structure, Franklin D. Roosevelt could specialize in politics and avoid literature. T.S. Eliot took no science.

This was not your father's Oldsmobile. At no other time in history, either before or since, have students enjoyed such freedom in constructing their own education. One is hardly surprised to find that most of this construction validated the old axiom that a self-educated man is the product of unskilled labor.

Students enrolled in classes for their ease, their convenience, or their practical utility.

Yet, if this pleased the students it inflamed cultural conservatives. Philosopher George Santayana fled the electives system of Harvard as soon as he could afford a return to Europe. His departing epithet, since engraved in UCLA's Royce Hall, reminded Americans that education is the transmission of cultural heritage. Others quoted Aristotle's observation that military training instructed the Spartans in how to win battles, but not in how to use their victories.

Still, it was politics that led colleges to restructure lower division education. When Columbia and Michigan Universities set about officers' training during World War I, they developed intensive, short-term indoctrination programs to remind their charges of the values they were expected to defend.

Many professors found this new wartime experience exhilarating. At Michigan, students were informed that "the German people do not have the humanitarian spirit of fair play which the English, American, and French people honor." One Columbia historian forged an entire set of documents designed to demonstrate an age-old German commitment to barbarity.

Understandably, for some professors the quickness of victory seemed a mixed blessing. Still, in the post-war world there were problems aplenty which could be addressed. Bolshevism, for instance, provided a much more convincing example of barbarism than the Germany of Bach, Goethe, and Kant.

And then there was the new immigrant America, so apparent to the Anglo professors who traveled to their jobs at Columbia through the streets of New York City. How pressing seemed the need to Americanize these "hordes" when one thought of the chaos now darkening Europe!

In this greenhouse of fears was born General Education, a dedication of about one third of a collegian's academic career to what had once been the whole of it. In fall, 1919, freshmen entering Columbia faced not choices but requirements: they were to take both American History and a newly fashioned Great Books program.

The first Great Books course, still largely intact at Columbia, pioneered and offered an ultimate example of what today is called a "core program." Far more than a menu of unrelated classes, it sought to unify knowledge rather than dice it into separate morsels. Students were expected to ignore all the academic traffic signs, and to interrelate philosophy, art, and history as they studied Western culture from the Greeks to Goethe.

Entering Columbia in 1920, and soon to be the program's star student, was the young Mortimer Adler. A decade later Adler himself would officiate at University of Chicago seminars, which students quickly dubbed "the Great Man's fat book course."

Adler could never convince the professors at Chicago to move entirely into the Great Books, but it was not without trying. A blue-ribbon conference he organized to convince his colleagues devised a four-year reading program so alluring that St. John's College in Maryland soon adopted it whole. Here, verily, students trod the royal road, reading the complete texts, not merely of poets and philosophers, but as well of Archimedes, Ptolemy, Newton, and Darwin.

At St. John's, education became, once more, a heritage industry.

Meanwhile, back at Chicago, a charismatic political philosopher named Leo Strauss was building his own Great Books course around Plato. Strauss's reading of *The Republic* was both ideological and topical. As Europe divided among the totalitarian powers, Strauss read *The Republic* as a Greek warning against utopias. This reading is tornadically rejected by most

classicists, but it has influenced a generation of Chicago's graduates, including Alan Bloom.

Two assumptions enliven the Chicagoan use of the Great Books. The first is the belief that ideas survive, largely unchanged, through history. Adler, in fact, describes Western Civilization as a "great conversation," or again, as "a discussion of ideas by authors who, though spread across twenty-five hundred years of Western history, were talking as if they were contemporaries." Not even the fact that these ideas are framed in languages as various as Greek, Latin, Italian, German, Spanish, English, and French endangers their comprehensibility in times and places beyond their original expression.

After that energetic exercise of faith, an adherent will find it easy to agree with a second premise, again, most strikingly formulated by Adler: there exist "fundamental truths which can give human direction and which can create a society" based on these truths.

We should dwell on this to take from it an important point. Since its inception, the notion of a core curriculum has been freighted with political values; indeed, in its Great Books structure it contains the essential elements of an ideology.

Needless to say, Adler and Strauss held little tolerance for the philosophic system most opposed to the idea of enduring and absolute ideas--the Pragmatism of William James and John Dewey. Strauss somewhat unconvincingly traced Mussolini's cynicism to Pragmatism, and, when properly frothed up, Adler would speak of it as "this intellectual anarchy."

Identified by the Chicagoans as the corrosion at the heart of modernism, Pragmatism is indicated as having infected the academic social sciences with the fatal ethic of relativism.

There is money to be earned advancing this view. Alan Bloom reportedly has become a millionaire from his extended argument that relativism has led to "the closing of the American

mind." It is closed to absolutes, he says, and therefore is incapable of identifying evil.

If Bloom's diagnosis is Straussian, his proposed cure is Adlerian. The mind that relativism has slammed shut can be pried back open by consulting the Great Books. Bloom is particularly partial to Plato, Shakespeare, and (as a negative example) Rousseau.

Not all educators have followed the profits. In recent years a contrary ideology set out a new purpose for General Education, the acquisition of "sensitivity" to the problem areas of contemporary civilization. A specific theme might be the human and scientific issues raised by our industrial use of the environment; or again, the ethical, social, and political problems raised by modern war. As these issues are explored, the works of women, minorities, and even non-Westerners might supplement traditional Great Books titles.

Of course, the nature of these questions betrays the ideology behind them. At Stanford last fall, such a modern topical approach expropriated an older Great Books list, a curriculum one Stanford critic alluded to as the work of "dead white males." From a traditional perspective, here was a crisis of unspeakable proportions. Small wonder that William Bennett, Reagan's Education Secretary, flew across the continent in a futile effort to stamp the conflagration out.

Good Straussian that he is, Bennett could see that behind the Stanford ideology lurked the philosophy of relativism. In their highly modified curriculum a reading list could challenge the ideal of love in Flaubert's *Madame Bovary* with that in Alice Walker's *Color Purple*; could set Shakespeare's *King Lear* along side Kurosawa's film on the same topic. The emancipatory literature of Thomas Paine, Mary Wollstonecraft, and Karl Marx might be studied in tandem with that of Franz Fanon.

. Even the nature of the texts varies, depending on the ideology. Adler's Great Books are philosophic rather than poetic.

Note, for instance, the presence of Francis Bacon in his lists, and the absence of Rabelais and Montaigne.

In contrast, strategies crafted to explore contemporary society are far more likely to be literary. Assignment lists at Stanford will include writers like James Baldwin, V.S. Naipaul of Trinidad, Chinua Achebe of West Africa, as well as a host of novelists from Japan, South Africa, and Latin America. These writers are commonly unkind to white males, dead or alive. Yet even worse is how frequently they are sicked on such high canonical thinkers as Plato and Tolstoy.

Nonetheless, the howl released over the Stanford mixture of Great Books and New Books was often disingenuous. When Bennett lamented the political motives behind the curriculum change, he forgot the ideology that inspired the Great Books he champions.

In reality, the educative value of any general education structure, whether traditional or innovative, lies in its capacity to engender self-analysis. Adler's Great Books teacher at Columbia, John Erskine, objected to the doctrinaire purposes to which the volumes had been recruited by his student. At best, he said, such works provided tools "to teach how to read." Critical thinking, not belief, is the proper goal of general education.

Nothing demonstrates this better than the social and political advice we receive from the Ancients. Plato's idealism suits the needs of an aristocracy while it disparages democracy. Aristotle's insight that slaves are born to their position illuminates the mind of the Ancient world, but not our own. Princes, Shakespeare tells us, should respect custom and seek social harmony based on hierarchy and authority.

Of course, one finds within the same authors an immense treasury of wisdom about the human condition, usually made the more valuable by the aesthetics of its enunciation. But practical social and political advice does not travel well through time.

Your Father's Oldsmobile

Many ideas of democracy, most notably equality, are recently developed. One looks as futilely for validation of it in most Great Books as one looks for compassion among NRA lobbyists.

Other ideas have a longer life, and thus can be put to use as a ticket to previous cultures. Take the concept of a "god."

Homer, by projecting a tribal society into the heavens, reveals much about his own world. *The Aeneid's* Jupiter rules in much the fashion of Emperor Augustus whose reign Virgil had set out to promote. Augustine and his distant descendent Luther speak for ages that preferred all-powerful deities. Aquinas, coming between them, prefers a god who contracts with his creation in a manner strikingly similar to that of a constitutional monarch. The hidden god of Pascal; the emerging, impersonal god of Progress in Hegel; the oppressive tyrant denied by Nietzsche--each provides an illumination of its age.

Here, contra Adler, Strauss, and Bloom, we find not a reiterated and immutable concept, but one in constant redefinition. Western Civilization emerges from such a reading, not as the proponent of a few eternal ideas, but as a nursery of pluralism. There are lessons in that discovery far beyond the value of Aristotelian discourses on the justice of slavery.

Nor is this the only proof that pluralism, rather than consensus on beliefs, characterizes Western Culture. Though Americans commonly praise the idea of the Great Books, they have trouble agreeing on what students should be assigned.

At the 1989 Faculty Association of California Community Colleges' Conference, community college faculty were given a list of twenty titles, most of them Great Books standards, and asked to check off which ones a community college graduate "should have read." Only two, *The Prince* and *The Communist Manifesto*, had broad support. Another four classics received bare majorities on the ballots: *The Iliad, The Republic, Hamlet*, and *Candide*. A final two on the approved list were fewer than fifty

years old: Richard Wright's *Native Son* and G. Garcia Marquez's *One Hundred Years of Solitude.* Among those that didn't make the cut were works by Virgil, Socrates, Dante, Cervantes, Goethe, and James Joyce. The faculty also agreed by an 11:1 ratio that a Great Books list "should include works from Asia, Africa, and Latin America."

Whatever the political intents of General Education, either at its inception or as it undergoes change, it provides us with sweeping opportunities to engage our students' minds in the values they are heirs to. They may come to appreciate not only their father's Oldsmobile, but Toyotas as well. Most important, they must emerge from the experience enriched in a culture useful for the world they inhabit.

MANAGEMENT WISDOM THROUGH THE AGES

A Speech Delivered to the Association of California Community College Administrators

by Jack Scott
President/Superintendent
Pasadena City College

All of us in attendance at this ACCCA conference have come with the desire to be more effective educational managers. And "managers" accurately describes what each of us does as educational administrators; our jobs are similar to those of managers in corporations and government.

Interestingly, management is a relatively new academic discipline. You can look through college catalogues of the 18th and 19th centuries and find few, if any, courses on management. But despite the fact that management is a new educational discipline, this does not mean that management principles were not written about and practiced for centuries. For instance, Peter Drucker, the guru of modern management, states that church canon law in the medieval period was probably the first textbook of management.

But management problems and solutions existed many centuries before the Middle Ages: let me cite an example that dates back to 1500 B.C. It is recorded in the *Old Testament* in the 19th chapter of *Exodus*, The problem faced Moses and his leadership of the Israelites. If you will recall, Moses had just led the Israelites successfully from Egypt. He had performed the great miracle of parting the Red Sea to free Egypt. But now he had spent several months leading this motley crew of ex-slaves in the desert. Frankly, the desert was hot; the food supply was low; Moses' honeymoon was over. You know the syndrome: recounting the great story of the Red Sea parting was not enough. The question was: "What have you done for me today?" No doubt someone was upset because his neighbor had pitched his tent too close to his own. Perhaps the Camel Trading Association, better

known as the CTA, was about ready to organize. Probably others were suggesting that Moses was spending too much time away from the camp and up there on a mountain. One Israelite was overheard to say, "Why is it taking him 40 days to get ten simple commands on tablets of stone?" In truth, Moses was besieged day and night with demands. Fortunately, Moses had a very wise father-in-law by the name of Jethro. And Jethro hit on the key concept of delegation. He suggested that Moses not try to solve every problem himself, but rather put some trustworthy men over a thousand, over a hundred, over fifty, and over ten. And this simple process of delegation is just as effective today as it was hundreds and hundreds of years ago.

Today I want to outline some specific management concepts from the past. For this speech I have chosen six principles which I believe are essential to effective management. I have gained these principles from reading such divergent authors as Confucius, Machiavelli, Shakespeare, Mark Twain, and Lincoln. I will quickly admit that these management tenets are not an exhaustive list; in fact they may not be your favorite principles. But I think you will agree that the six qualities I have chosen from the past are very important and you can profit from their study.

The first principle that I believe is absolutely essential to successful management is selection of personnel. This principle is true whether you are the head of a college or a department; an administrator of instruction or student services. And every person here has some influence over the selection of personnel, whether it be the selection of a secretary, a counselor, a teacher, or fellow administrator. Nothing will determine your success or failure more than the personnel you select. Machiavelli, the famous adviser to rulers of Florence in the 15th century, wrote in *The Prince*: "And the first opinion which one forms of a prince, and of his understanding, is by observing the men he has around him; because he has known how to recognize the capable and to keep them faithful."

A more contemporary writer, James Fisher, observes in his book, *The Power of the Presidency,* that a college president should choose personnel whose talent and intelligence are superior to his or her own. He then adds: "To be surrounded by those of lesser ability or potential is to invite the burden of incompetence and, ultimately, of failure." Just stop and consider managers who have been successful; the selection of personnel is generally one key to that success.

Let me cite two illustrations. Probably the best known basketball coach of the 20th century is John Wooden. He won ten national basketball championships at UCLA in the space of 12 years, a record which will probably never be equaled. He was undoubtedly a capable leader on the court. But the key to his success was the quality of players he selected before the game was played. Think of some of the great UCLA players he recruited: Kareem Abdul-Jabar, Lucius Allen, Walt Hazard, Bill Walton. Regardless of Wooden's coaching abilities, without personnel of great athletic talent, he could not have become a basketball legend. Another example is George Marshall, Chief of Staff in World War II and the architect of the U.S. military victory in this war. When the conflict began, the leadership in the U.S. Army was over-aged and generally mediocre. Marshall personally selected the great military leaders of the U.S. Army such as Eisenhower, Patton, and Bradley. This astute selection was crucial to military victory.

Yet too often we select personnel with little care and with no clear vision of exactly what we want the person to do. Peter Drucker in his recent book, *The Frontiers of Management,* makes the following estimates about personnel selection in corporate America: only about one-third of people selected turn out well; one-third are minimally effective; and one-third are actual failures. I am afraid that we have no better batting average in the California Community Colleges.

Let me ask you how much time and care you would spend if you were going to select a piece of equipment worth one million dollars. I imagine you would weigh each bid carefully, analyzing

advantages and disadvantages. Yet, stop and think for a moment. In selecting a teacher, we may be making a commitment of well over one million dollars. Calculate a $35,000 annual salary for thirty years, and it will exceed one million dollars. And nothing will determine the future success of an institution more than the people selected as employees. Equipment mistakes may not last for more than a year; personnel mistakes seem to last forever.

Therefore, select with care, time, and much consultation. Either to fail to check references or to do this task sloppily is criminal. Too often, personnel disasters occur because the task was not taken seriously. The ancient writer in *Proverbs* said it well: "Like an archer who wounds everybody is he who hires a passing fool."

The second quality that I would like to share with you relates to communication. But, interesting enough, it involves neither speech nor writing. Rather it is the art of listening, a frequently overlooked component of communication.

I am convinced that many managers fail because they just do not listen. Someone has aptly suggested that one should listen as if one were going to take an exam over what was heard. Although we give careful attention to our writing and speaking, too often we listen carelessly.

I heard a good illustration of this. Nicky Hilton of the Hilton Hotel family had a friend telephone him recently and say, "Nicky, I understand you bought a baseball team and made a million." Nicky said, "Well, not exactly. First, it was a football team, not a baseball team. Secondly, I didn't buy it. My brother Barron bought it. And finally, he didn't make a million; he lost a million." Plutarch, the ancient Greek historian, wrote, "Know how to listen and you will profit even from those who talk badly." Again, I quote from one of my favorite authorities on management, Machiavelli, who suggested that the effective ruler ought to question his or her assistants upon everything, and listen to their opinion, and afterwards form his or her own conclusions.

Careful listening will enable you to avoid many mistakes. Associates and subordinates on the staff will tell us things we need to hear if we have not erected barriers of defensiveness or inattention. Failing to listen carefully or objecting too quickly simply means that you have cut yourself off from information that would be extremely helpful. How much better would it have been if President Reagan had listened carefully to the objections of George Schultz and Casper Weinberger to the Iran-Contra affair. These trusted advisers tried to warn him of the consequences of his action. For some reason he did not listen well. As a result, he paid a very high price in terms of public confidence and political power.

And you will be surprised at how appreciated you will be if people believe that you carefully listen. You will be a more effective manager, you will receive warmer response, and you will develop the third quality of successful management that I would like to suggest this afternoon: anticipation.

In fact, I am not sure but that about 90% of successful administration is the ability to anticipate. After all, it wasn't raining when Noah started building the ark. That great student of human behavior, Shakespeare, stated it well. Clarence, an adviser to King Henry VI, said to his master: "A little fire is quickly trodden out, which being suffered, rivers cannot quench." How many times have we all gotten ourselves into extremely difficult situations because we did not anticipate properly the consequence of our actions? Epictetus, the Stoic philosopher, said, "In every affair consider what proceeds and what follows and then undertake it." Mark Twain said with less varnish but quite accurately: "It is easier to stay out than get out."

Stop and think carefully about each managerial action. A simple thing like a memo, if improperly written, can raise all kinds of difficulties. It is my belief that if a memo can be misunderstood, it will be misunderstood. Anticipate negative consequences; gauge results; consider all possibilities.

Let me illustrate the folly of failing to anticipate consequences by an incident from history. The year was 1916. Both sides in World War I had experienced dreadful losses; Germany, France, and England were terribly drained. There was a possibility for some kind of negotiated peace. But Germany was considering the possibility of the resumption of U-Boat warfare. The chancellor of Germany warned against this action. Although the U-Boats would do great damage, he believed their use probably would bring the United States into World War I. The German militarists refused to heed this warning, and U-Boat warfare was initiated. The United States did enter the war, and with the injection of fresh American troops into Europe, the fortunes of Germany worsened. Eventually they were forced to accept a humiliating defeat rather than possibly achieving a peace that would not have been so damaging to their nation. So think carefully, anticipate, consult with others. Nothing is less productive than to be putting out fires or settling quarrels that with some thought could have been avoided.

The fourth tenet of management wisdom that I want to share with you is correction--that is, the ability to change direction once a mistake has been made. Unfortunately, this is the Achilles' heel of many administrators. For instance, I have known college presidents who possessed many excellent qualities of leadership, yet because of their unwillingness to admit being in the wrong and extricate themselves from an unwise course of action, lost their jobs. Back in the 5th century B.C. Confucius, the great Chinese philosopher, said it succinctly, "When you have faults do not fear to abandon them." A later English poet and essayist, Alexander Pope, wrote, "A man should never be ashamed to own he has been in the wrong, which is but saying, in other words, that he is wiser today than he was yesterday."

Barbara Tuchman in her great book *The March of Folly*, develops the thesis that great national tragedies have occurred because of foolish refusal of a nation to abandon a course even when it becomes apparent it is destructive. In the epilogue of her book she concludes: "There is always freedom of choice to

change or desist from a counter-productive course if the policy maker has the moral courage to exercise it. . . . Yet to recognize error, to cut losses, to alter course, is the most repugnant option in government."

She illustrates this "march of folly" by citing many examples from history, one of the most graphic being the response of Great Britain during the American Revolution. Tuchman believes that Great Britain could have avoided this disastrous conflict had the British been willing to admit mistakes at crucial junctures, to repeal oppressive tax acts, and to reach a compromise with the colonists. Statesmen on both sides of the Atlantic tried to warn England of the consequences of pursuing its harsh course of action against the thirteen colonies. Benjamin Franklin warned that honor and dignity would be poorly served by persisting in a wrong measure; rather, it is wiser to rectify an error as soon as it is discovered. In 1775 William Pitt stood up before Parliament and warned his countrymen, "We shall be forced ultimately to retreat; let us retreat when we can, not when we must." However, this sage advice was not followed, and Great Britain, after much loss of treasure and blood, finally had to give up its North American colonies. Unfortunately, the United States followed a similar course of folly in the Vietnam conflict.

The point to be learned from these historical examples is that as managers we will frequently find ourselves in similar situations. We have made decisions in good faith, but subsequent developments cause us to realize we were wrong. Donald Walker, one of our own community college presidents, states it well in his excellent book, *The Effective Administrator:* "When you are wrong, admit it. Almost everyone will know it anyway, your capitulation will be seen as reasonableness, not weakness." An illustration of this strength was a recent action by Chancellor Ira Heyman of the University of California at Berkeley. In dealing with the long-standing accusation that Berkeley had practiced anti-Asian discrimination in its admission procedures, Heyman apologized by stating that he wished that Berkeley could have been more sensitive to underlying concerns and dealt with

the issue more openly and less defensively. To step forward and courageously to admit a mistake frequently will lay an issue to rest and will be greatly appreciated. Analyze your position and abandon it if it is wrong. Do not make the costly and stubborn mistake of holding on to a course of action or decision after it is no longer useful.

And now we move to another central quality emphasized by students of management through the ages; that quality is integrity. I am not talking about the integrity described by Sam Goldwyn who was purported to have said, "Sincerity is everything, when you have learned to fake that, everything else follows." Rather it is more like the blunt but true advice of Mark Twain: "Always do right; this will gratify some people and astonish the rest." Integrity was prized by the ancients. Confucius wrote, "Hold faithfulness and sincerity as first principles." And Francis Bacon, the great British writer and statesman, said, "Nothing does more hurt in a state than when cunning men pass for wise." Unfortunately, politics and business are marked by cunning and deceit. *Wall Street,* a recent movie, paints a sordid picture of dishonesty in the corporate world. Even the Attorney General of the United States, an individual who is supposed to be the epitome of law and order, went under investigation. The real cornerstone of any institution is trust. People may forgive you mistakes of judgment, but they will find it difficult to forgive you of duplicity and deceit.

I would like to cite an example of integrity within our own ranks. I began my community college career in 1973 as dean of instruction at Orange Coast College, which is only a few miles from here. For five years I was privileged to work under Bob Moore, who served as president of Orange Coast College for over twenty years. Bob Moore was a personable man, but not one with unusual charisma; his speaking ability was not his best talent. However, he was an astute administrator whose secret to success was his integrity. Bob Moore was a president whose promises were kept, whose conversations were forthright, whose dealings were scrupulously honest. That atmosphere of trust and

integrity made great advances possible at Orange Coast College during his presidency. Certainly there were many factors that contributed to the success of that college in those decades--innovation, an excellent staff, and solid funding. Yet I cannot help but believe that the integrity of one man was a crucial ingredient in Orange Coast College's success. One of the sages in the *Book of Proverbs* says it well: "Better is a poor man who walks in integrity than a rich man who is perverse in his ways."

Now I have arrived at my last point. It is appropriate that I should close by mentioning the principle of perseverance. Perseverance is probably one of the least glamorous virtues. Certainly attributes such as courage, intelligence, and charisma are more exciting. Yet I know of no other quality that is more essential to administrative success that perseverance. Again I quote from Donald Walker in *The Effective Administrator*: "Learn the values of persistence and patience; too often administrators give up too soon." Euripedes, the Greek writer and dramatist, says simply, "Slow but sure moves the might of Gods." The Chinese philosopher Lao-Tse said, "A journey of a thousand leagues began with a single step." You can never achieve anything in management unless you persist. There will be opposition, there will be times of discouragement, there will be long months of planning necessary for any successful enterprise. Perseverance is absolutely necessary whether you are instituting a new curricular program, constructing a new building, or reorganizing a college unit.

As a historian, I once again choose to illustrate my point from history. No president has captured the imagination of the American people more than Abraham Lincoln. His humor, his humility, his wisdom have endeared him to us all. But his success would never have been realized without great perseverance. He came into office in 1860 with a nation so badly divided that he had received less than 40% of the popular vote. Shortly after his inauguration, Fort Sumter was fired upon, and the South seceded. Suddenly he was in the midst of the bloodiest war in American history. His own ranks were badly divided with radical abolitionists on one extreme and the

Copperheads, who sought peace at any price, on the other. He was forced to institute many unpopular measures; for the first time in American history, men were conscripted in the Army. Yet he persisted. His words, his movements, his writings continually kept his eye and the nation's eye on the goal of victory. He was plagued by incompetent generals, notably McClellan who, although a capable strategist, refused to engage the enemy. On one occasion Lincoln discovered that McClellan had failed to advance against the Confederacy because his horses were fatigued. He telegraphed McClellan: "Will you pardon me for asking what the horses of your army have done since the battle of Antietam that fatigues anything?" He finally found a general whom he could count on in Grant. After a long and bloody conflict, the surrender of Lee at Appomattox on April 9, 1865, concluded the conflict. Unfortunately, an assassin's bullet took Lincoln's life only six days later. But what a magnificent story of persistence. It is easy to praise Lincoln now, but the truth is that at every step of the way he was reviled, had reasons to give up, could easily have been discouraged. Yet he was indomitable in his belief that a "government of the people, by the people, for the people, shall not perish from the earth."

These six tenets from my reading in classical and modern authors I wanted to share with you. I believe they are essential to successful management. They are selecting effective personnel, listening carefully, anticipating problems, correcting mistakes, maintaining integrity, and persevering. As I conclude these remarks, I am reminded of a comment by my son many years ago. Greg was about five years old and Adam, my youngest son, was two. My wife overheard Greg share with Adam some bit of household wisdom. Then in a solemn voice he added these words of advice to his younger brother: "You know there is a little bit of truth in all those old sayings." So I think there has been a little bit of truth in all these old sayings. I hope that you have profited from them.

COLLABORATIVE GOVERNANCE IN THE FOOTHILL-DeANZA COMMUNITY COLLEGE DISTRICT

by Cy Gulassa, DeAnza College

By any definition, Foothill-DeAnza is today one of the most successful community college districts in California. In teaching load, its faculty outstrip all others; the average instructor generates 595.5 student contact hours per week, 114.5 more than the state average. Translated into dollars, this above average productivity wrought an extra $12,316,863 for the district in 1986-87. When adjusted for the above average salaries Foothill-DeAnza faculty earn, the net gain for the district was $10 million.

While some districts struggle to fill classrooms, DeAnza College now serves more than 27,000 students and vies for standing as the largest community college in the world. Its participation rate, the number of students it attracts from its community base, is 300 percent above the norm and wins the distinction of being the highest in California, perhaps in the nation.

If a high degree of community support and good relations among trustees, managers and staff are a sign of institutional well being, then the district is surely one of the healthiest. In spite of four arbitrations last year and a part-time Peralta suit a few years ago that netted 13 faculty nearly a quarter of a million in backpay, relations to this day remain cordial, salaries and benefits are among the top ten, and union and management until recently even shared the same financial consultant.

Explanations of the cause of Foothill-DeAnza's phenomenal success vary, of course, depending on the individuals asked. One explanation assumed by some to be true is that the district simply has a lot of money. In fact, Foothill-De Anza's revenue per student remains well <u>below</u> the state average. Other explanations often given include excellent leadership, good

planning, ideal location, committed staff, innovative teaching, comprehensive programs, and excellent public relations. Obviously all of these contribute to institutional success, but one ingredient frequently cited as creating the climate for excellence is the philosophy of collaborative governance best exemplified by the district Budget and Policy Development Group (BPDG).

Pioneered in the early 80's, the BPDG is a system for partnership in decision making that guarantees all segments a direct voice in the development of the nearly $100 million district budget and all related district-wide policies that flow from budgetary decisions. Since shared governance is a relatively new phenomenon in community colleges, and in response to Assembly Bill 1725, many districts are developing new forms of participatory governance, it may be instructive to take a closer look at the Foothill-DeAnza model.

Premises of Leadership

Unlike Athene, the Foothill-DeAnza BPDG did not spring whole from the head of district Chancellor Thomas W. Fryer. His concept of governance is the result of a long incubation of some of the basic premises of leadership, heated by a series of faculty-management confrontations during the late seventies, and tempered by personal experiences at institutions like Miami-Dade, Chabot, Peralta, and Foothill-DeAnza. Successful leadership, Fryer said at his opening statement to a 1985 BPDG retreat, the kind that transforms and inspires others to outperform themselves, is determined principally by the decision-making style of the chief executive officer and presidents.[1] For example, the time, place, and manner of deciding to cut back one program and expand another or hire one

1 The outline of the chancellor's leadership principles that follows is derived from Thomas W. Fryer, Jr., "The BPDG and the Fully Functioning Community College, for Whose Members Work Is Joy," December 30, 1985, in *Foothill-DeAnza Papers*, 1986, pp. 45-74.

individual instead of another not only affect the climate of an institution but the very quality of life of its members. If faculty and staff share in the decision-making process, they feel empowered and experience a sense of ownership and personal responsibility. The feeling that one has a stake in the enterprise ultimately helps give work its meaning and forms the philosophical basis of Foothill-DeAnza's much discussed superordinate goal: "to create two fully functioning community colleges, as teaching, learning and service communities, for whose members work is joy." There are some who question whether any institution or profession or individual could stimulate such profound job satisfaction, but few dispute the worthiness of the goal.

Another tenet of Fryer's leadership philosophy holds that faculty and staff must be regarded as both means and ends. Unquestionably the primary function of an educational institution is to educate the students, and every employee performs a discrete function that serves as a means to that end. But few educational leaders realize, as author Alexander Astin points out in *Achieving Educational Excellence*, that the truly excellent educational institution must also serve its staff. The more a college invests in the intellectual and scholarly development of its faculty, the greater the difference in meaning of life and professional work and the greater the success with students. This idea of dual talent development for students and staff is a better measure of success than traditional report card criteria, such as *per capita* expenditures and institutional status. The Foothill-DeAnza District, therefore, places great emphasis on professional growth and recognizes that sharing in local or state community college governance provides a unique opportunity for personal development.

Principles of Governance: Collaboration, Verticality, Visibility

The application of principles like "responsibility through ownership," "empowerment through decision-making," and "employees as ends" requires substantial changes in traditional

governance models. Minor tinkering will not suffice. To foster in all of its members a sense of empowerment and equal partnership in the governance of the district, the Foothill-DeAnza BPDG is vertically structured and uses a collaborative style of decision-making. As of the 1988-89 academic year, the 24 members include:

1. District Chancellor (1)
2. District Finance Officer (1)
3. District Counsel (1)
4. Dir. Human Resources (1)
5. Dir. Plant Services (1)
6. College Presidents (2)
7. College Student Reps (2)
8. College Managers (2)
9. College Deans (2)
10. College Senates (2)
11. Faculty union (3)
12. CSEA Units A & B (4)
13. Minority Staff Assoc (1)
14. Administration Assoc (1)

All members from chancellor to students are seated at the board room table at the same time, and all engage in a discussion and debate that assures a clear understanding of the problems, explores different options and generally leads to modified consensus. Thus the entire hierarchy simultaneously collaborates in the end product--the decision or board recommendation. This process is quite distinct from vertically organized consultation wherein each segment at different times and independent of each other gives advice to the CEO, who later in private, either alone or with a few top managers, makes his or her final decision. The latter type of decision making cannot reflect the advice of all segments because the recommendations generally originate in mutually conflicting organizational interests rather than overarching institutional goals. Left with conflicting recommendations, the CEO will be most disposed to adopt those that reflect his or her own views.

In addition to verticality and collaboration, the BPDG stresses visibility. At "any point where the decision-making process stream flows underground, out of the view of the other parties, bad things begin to happen," writes Chancellor Fryer, and these bad things include cynicism, paranoia, and distrust. In the BPDG, all decisions are made at the table, in full view of all participants. Everyone not only understands how decisions are

made, they witness how and what others think, and perceive underlying values, which leads to mutual respect and to a degree, even affection.

Idea Integration

According to Charles Broaded there are five ways to deal with conflict: a) indecision, b) appeasement, c) force, d) compromise, and f) idea integration. Idea integration means that at some level the interests of all parties merge. At the level of the constituency organization, defensive strategies dominate, e.g., preservation of the organizational entity and protection of the interests of members. The more management and union view each other as competitors for coveted power and resources, the greater the need for strong unions and an equally strong management class. But if the players can be persuaded to see beyond the horizons of their own organizational interests to the needs of the institution as a whole--idea integration--then all sides profit. The welfare of each discrete organization is biologically dependent on the health of the host institution. Idea integration is the dynamic that drives consensus building in the BPDG.

Scope of BPDG

The charge of the BPDG is to develop recommendations to the board of trustees concerning the district budget and important related policies including long-range planning for human resources, information systems, and new construction, among others. Agenda items range from layoffs to new hires, from affirmative action goals to new telephone systems, from salary to leasing out a soccer field or building a multi-level parking lot. Matters that pertain to individual campuses--budget allocations, the mix of programs, purchase of equipment--are decided at the campus level in BPDGs modeled after the district group.

Fryer's operating rule is this: if the matter is something that he has the authority to decide on his own, he decides in the

room with the BPDG. If it is something that the board of trustees is to decide, he formulates his recommendation to the board in the room with the BPDG. In essence the BPDG is the chancellor's cabinet, since Fryer has no other group he uses for decision-making purposes.

Fryer conceives the leadership team of Foothill-DeAnza to begin at the board of trustees and to include the entire BPDG. Important issues that arise in the district, in Sacramento and elsewhere thus involve all constituent groups, and their involvement and participation as district leaders and representatives is expected and encouraged.

BPDG Protocol

The BPDG process is governed by several important rules:[2]

1. Attendance is mandatory; members are expected to give top priority to BPDG meetings, which are usually held Friday afternoons, and substitutes are not permitted.
2. All members have equal access to the same information which, to the extent practical, consists of primary documents as well as digests and analyses.
3. Agenda items may be submitted by any member, but each item must be accompanied by a summary, an estimate of the time required to discuss the issue, supporting documents, and a recommendation for action.
4. All major district-level issues, excluding personnel and similar confidential matters, must funnel through the group. No "end runs" or surprises are permissible.
5. Silence is unacceptable; all members are expected to engage in discussion as appropriate and express judgment on all controversial issues.

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[2] The BPDG has no written constitution, by-laws, or procedures. Existing practices have been adopted by consensus over a period of time and are subject to modification.

6. Decisions are made within the group, subject to approval by the trustees, and are binding unless subsequently modified in the group.

To contain disruptive controversy, comments made by individuals during a BPDG meeting are considered confidential and may not be attributed without permission. If public debate is required, however, all parties are obliged to address the issues and refrain from personality attacks and propaganda.

Pre-BPDG Meetings

Before a BPDG meeting, the agenda and supporting materials are distributed to all members. Unions, senates, and classified staff regularly hold joint pre-BPDG meetings, generally conducted by the chief negotiator or budget analyst, to review the agenda and develop faculty and staff consensus. Initially there was concern that these meetings would encourage "bottom line" proposals and a "solid front." But participants now believe that these pre-meetings are more like study sessions that help assure thorough preparation, especially of complex financial issues, and speed resolution.

BPDG Procedures and Process

At the beginning or each meeting, the chancellor who acts as chair, sets the agenda priority by consensus, adds new items, and shares with members pertinent late-breaking news. Then each agenda item is presented by its author, who provides the history, rationale and action desired. The chancellor acts as referee, takes the official minutes, and at the conclusion of each item, often reads aloud his written summary of the discussion and recommendations. These hand-written notes become the official minutes and are distributed to all members, all administrators in the district, other key people, as well as the local board.

Sometimes a consensus is reached immediately, for example, on a proposal to hire a consultant to evaluate a supplemental retirement plan. Other issues may stimulate debate that spans

several meetings and may even spill into the board room for a final decision by trustees. One such case was a proposal to form a joint powers agreement with the city for an on-campus police department. Aside from the pros and cons of armed police on a suburban campus, the issue excited attention because it was a test case, the first instance of a major proposal brought before the trustees without an adequate hearing first in the BPDG. The trustees referred the issue back to the BPDG for further discussion and a recommendation, which is still pending, and Fryer acknowledged that he had made a mistake by not going to the BPDG first.

Modified Consensus

Prior to making a decision on controversial issues, the chancellor polls all members, partly to assess consensus, partly to assure engagement and establish the public record. The climate is non-coercive, but nevertheless participants are encouraged to express their personal and organizational views rather than remain silent, which sometimes may be substitute for dissent. Although consensus heavily influences the decisions, the chancellor as pointed out above assumes responsibility for and reserves the right to make the final recommendation in the BPDG. Indeed, on one occasion in spite of overwhelming opposition, the chancellor decided to fund a high-tech humanities program on a one-year trial basis. But these unilateral decisions are rare and are made for compelling, clearly articulated reasons. One may disapprove of such a decision, but will always understand the considerations that led to it and the rationale supporting it.

Commenting on this modified form of consensus before the Joint Committee for Review of the Master Plan for Higher Education, the union president said: "Faculty have no illusions, for management clearly retains the edge of power, and the chancellor can veto any proposal, and in that way the local board preserves its authority. What is remarkable about the BPDG system is that both sides have a chance to debate, come to consensus on what the budget facts and goals are. Out of that

expanded knowledge comes mature responsibility and commitment."[3]

BPDG and Collective Bargaining

When the BPDG was officially formed, the district had just concluded a bitter two-year struggle with the union that included mediation, fact finding, and faculty rejection of unilaterally imposed terms and conditions of employment.[4] The union newsletter had regularly vilified management and accused it of hiding funds and distorting ending balances. Not surprisingly, the first exploratory phase of the BPDG was politically tense, and communication often degenerated into soap-box oratory, especially since state funding was inadequate and the budget required cutbacks.

At the same time, there was serious concern about the impact of BPDG activities on collective bargaining. Some negotiators were upset about the apparent violation of laws that prohibited substantive debate of negotiable items in any official forum except the table itself. Public debate of issues could force negotiators into premature positions and rob the process of its flexibility. But even worse, there was fear that by deciding the big financial items, BPDG would destroy the effectiveness of collective bargaining. Collective bargaining is a science that requires discipline and skill, they argued. Money is central to its efficient working because it generates powerful internal pressures and accelerates completion of the entire package

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[3] Cy Gulassa, "Statement to Joint Committee for Review of the Master Plan," October 22, 1985, p. 8, reprinted in *Foothill-DeAnza Papers*, p. 40.

[4] For a detailed history of labor relations in the Foothill-DeAnza District, see CSU San Francisco Professor Richard Axen's work in progress, "A Case Study of Collective Bargaining in Foothill-DeAnza." See also Margaret R. Thompson, "Collective Negotiations at Foothill-DeAnza, 1977-1982," *Mutual Gains Bargaining in the Foothill-DeAnza Community College District*, DeAnza College, 1987, pp. 27-32.

through facilitation of tradeoffs in areas where participants have little incentive to move. As one union negotiator put it, "If BPDG decides the compensation pot and determines policy, then the professional negotiation teams have been demoted to custodians, sweeping up after a big game played by others."

But as experience accumulated and the quality of the decisions became evident, union leaders eventually concluded that the BPDG actually improved rather than restricted negotiations. Since the union president, chief negotiator, and budget analyst were members of the Group, had direct access to administrative data, and could routinely speak to the chancellor instead of through his subordinates, they realized they had more accurate data and considerably more influence than the traditional mode provided. An examination of the figures proved that budget problems were real, and one year when an extra $800,000 surfaced over night, everyone agreed it was an oversight rather than an attempt to hide money. During development of the budget, management showed good faith by setting aside among the initial allocations of funds as first priority a tentative 5% salary pot, thereby breaking the tradition of considering salary as a footnote after the rest of the budget had been written.

Events like these laid the strong foundation of trust necessary to make a system of shared governance work. At one point, the union realized that the outstanding productivity of district faculty, frequently the top in the state, was directly attributable to participation in shared governance and should be used as a rationale for a modest increase in compensation. The argument carried. As DeAnza President Robert DeHart stated, "Faculty leaders who understand the views and vocabulary of management speak more persuasively to the board than those who see only their own side." Shared responsibility for productivity means sharing the fruits thereof.

Management Response to BPDG

Union leaders were not the only ones who had initial reservations about BPDG. One of management's first complaints concerned the slow pace of decision making. Whereas previously the chancellor's cabinet could in an hour or two dispose of a long agenda without extensive debate, the BPDG demanded clear rationales and reliable data to persuade other groups to "buy in." Further, managerial "entrepreneurship" of the kind that introduced significant innovations in technological programs, educational delivery systems, and business alliances seemed mired in lengthy discussions that some likened to filibuster. The faculty was not opposed to innovation, but it frequently questioned the implications of experimental proposals and warned about the danger of "soft" ADA, the kind that might be disfunded by the state Chancellor's Office. Top managers, accustomed to acting independently and taking creative risks, wondered aloud if the BPDG produced "the best possible recommendations or merely the lowest common denominator of group consensus?"

In addition to these constraints on management's traditional style of decision-making, the BPDG process was initially more "political" than any previous type of governance. No longer did managers enjoy the anonymity and protection that traditional "closed door" meetings afforded. Those who would argue for unpopular causes had to be prepared to be challenged publicly.

But just as with faculty, management reservations about the BPDG process gradually diminished. "Sunshining" proposals did slow progress, but it allowed time for refinements and building consensus and a team spirit. When the governor slashed revenues and demanded tuition and reform, both sides joined in writing a survival budget that subordinated short-term organizational gains to long-term institutional goals. Unlike many districts, the BPDG preserved programs and kept the campuses well-groomed, but limited compensation and imposed severe freezes on hiring and spending. The district's celebrated recovery from the state-imposed financial drought with

buildings, programs, morale, and student body intact is attributed to collaborative decisions like these. Even with all of its limitations, the BPDG proved a powerful instrument for economic survival.

"Nifty Nine" Restores Managerial Power

Even though the BPDG demonstrated that all segments could work well together, especially in times of economic hardship, top-level managers sensed a loss of power and concluded that the chancellor had gone too far. To guarantee that the BPDG would be an "open" forum where a free dialectic would take place, he had abolished his chancellor's cabinet and declined to meet in advance of BPDG meetings with his top managers. Sudden exclusion from what was once the most influential body in the district led managers to believe that the balance of power had shifted toward faculty. In effect, the BPDG had become a giant chancellor's cabinet where faculty had equal status with managers and had a "jump" on the issues because they held pre-BPDG meetings to develop tentative consensus. When asked who were the most powerful leaders in the district, managers were apt to reply, "the chancellor and the union president."

To restore the balance of power, top management formed a coalition of its own, the "Nifty Nine"--the two college presidents, vice chancellor, and three top deans from each campus--which met in advance of BPDG meetings just as faculty and classified staff did to analyze the agenda and formulate its own consensus. At times the chancellor meets with this group but generally refrains from making decisions or developing consensus on BPDG items.

On one recent occasion, however, he did make a decision which inadvertently penalized certain faculty who elected to take sabbaticals in quarterly installments distributed over several years. When the chief negotiator protested the decision, the chancellor promptly reversed himself, acknowledging that he had violated his own BPDG principle of "verticality" which requires that representatives from all segments be present when

decisions are made, and "visibility" which means all decisions must be made in public forum. "If I had heard the union negotiator's views in the first place, I would never have made that recommendation," the chancellor observed. "It reaffirms for me the validity of the BPDG process."

There is now consensus that management and staff "pre-BPDG" meetings tend to streamline BPDG deliberations--it takes less time for members to understand the issues, adopt a position, and achieve group consensus.

Middle-Management Bid for BPDG Power

While the "Nifty Nine" resolved some of the misgivings of top-level managers, it did little to assuage the powerlessness felt by division deans. They had to deal with faculty concern over program changes and equipment shortages, yet had no input in the budget decisions made "on high" in the BPDG. Determined to share in "shared governance," they began alone with the Minority Staff Association an intensive lobbying effort that eventually won both of them BPDG billets. A few months later, a newly seated dean concluded, "Our presence there does not significantly alter the kind of decisions made, but it makes it easier for us to understand and support those decisions. If you're a member of the team, the plays and the score make a lot more sense."

Maturation of BPDG

As the BPDG evolved, the trust, commitment, and vision of its members matured, and fears of "caving in" or "giving away the store" or "being co-opted" disappeared. Group analysis of a problem makes it easier to understand the complexity of issues and to distinguish between organizational and institutional interests, and makes the kind of decisions that foster commitment and a sense of ownership. At some point true "idea integration" occurred: "mine" and "yours" merged into "ours." At the end of the first year of participation, "The President's Message" in the *Faculty Association News* concluded:

> But all in all, (the faculty union's) consensus is that participation in BDG[5] was worth the price. It provided a creative, flexible alternative to the old system. (Remember, just a little over a year ago, a majority of faculty were ready to invoke sanctions and morale had plunged to all-time, destructive low.) And by diminishing concern for prerogative and power, BDG fostered partnership and tentative return to collegiality. The ultimate test of any process is the product. In this case, the settlement amply justifies the BDG means. Even though the future may be mined with financial disasters and disruptive shifts in leadership and philosophy, the BDG experiment is worth at least one more try.[6]

Management also expressed strong support. One Foothill dean, originally critical of the BPDG as too time consuming, recently stated, "My old complaint about the slow pace of decision-making is no longer valid. The members are more seasoned, more aware of each other's concerns, more informed, and the process is exposed to sunlight. I might disagree about some decisions, but never the process."

The local board, whose meetings in the past were often subjected to disruptive protests, also noted the return to collegiality: "Recent negotiations with the Faculty Association have been cooperative rather than adversarial, and the entire ambiance of the collegiality that previously existed on these campuses has returned."[7]

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[5] The original title of the BPDG was Budget Development Group (BDG). This was later changed to the Budget Policy and Development Group to reflect the expanding role of the body.

[6] Cy Gulassa, "Budget Development--A Post Mortem," *FA News*, September 20, 1982, p. 4.

[7] Gerald Besson, M.D., "Introductory Comments on the Budget Policy and Development Group," March 11, 1986, in *Foothill-DeAnza Papers*, 1986, p. 93.

Mutual Gains Bargaining

The fact that the BPDG functions as a quasi negotiations body made possible a revolutionary change in negotiation style. As shared information, open discussion, and access to leaders smoothed relations and enhanced results, negotiations shifted from "positional" to "mutual gains" bargaining.[8] Positional bargaining is often characterized by "bottom line" demands, adversarial relations and, frequently, win-lose strategies. A basic premise is that because there is a fundamental and irreconcilable separation between management and labor, organizational pride and self interest are pre-eminent. Resources are considered finite and divisible, and when one side profits, the other literally loses. The vocabulary is replete with words like "demand," "concession," "confrontation," "sell out," "take backs," and positions often become personalized and rigidify into absolutes.

Mutual gains bargaining, on the other hand, views negotiations proposals as problems to be solved to the advantage of all participants. Avoiding "bottom lines," and separating people from issues, it explores organizational motives and values in order to determine shared interests. Once the area of goal convergence or idea integration is discovered, a variety of options can be generated that represent gains for everyone. For example, the union's goal of increasing "supermaximums" on its salary schedule in its Professional Growth Award program was

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[8] For a detailed discussion of "mutual gains" bargaining, see Roger Fisher and William Ury, *Getting to Yes: Negotiating Agreement Without Giving In*, 1981; and Robert Birnbaum, *Creative Academic Bargaining*, 1980. Also useful is Herb Cohen, *You Can Negotiate Anything*, 1981. For a detailed analysis of mutual gains bargaining in Foothill-DeAnza, see Margaret R. Thompson, *Mutual Gains Bargaining in the Foothill-DeAnza Community College District: Collaborative Employer-Employee Relations in a High Commitment Work System*, DeAnza College, 1987.

paired with management's need to build into it stronger growth and service incentives and better evaluation methods. What was once a small but almost automatic "longevity" bonus became a substantial award for genuine professional achievement that includes participation in all forms of governance whether local or state, academic or professional, senate or union. The result has been a surge of interest in committee service, especially since the BPDG proved that faculty enjoyed real rather than symbolic power in decision making.

In another instance, the union argued for more reassigned time to enable its staff to participate in the district BPDG and the newly formed campus BPDGs. Although not opposed to the request, the board demanded guarantees that the extra reassigned time would indeed be used for activities related to shared governance. The win-win compromise allocated an additional FTE reassigned time provided the board retained veto power over how 50% of that additional time would be used.

In the pre-BPDG era, current plans for construction of a new technology center on the DeAnza campus would have encountered strong resistance and stirred old rivalries between advocates of the humanities and sciences. But after several years of incubation both on campus and in BPDG and an analysis of community need, curriculum balance, the allocation of space, financing, and projected revenue, the institutional value as well as mutual benefit of the project became clearer and all segments "bought in."

To facilitate mutual gains bargaining, the BPDG often forms special committees to explore critical issues and propose a variety of win-win recommendations. Because the BPDG membership is comprehensive and inclusive, different segments learn to work cooperatively, without the traditional rivalries and mutual suspicions. Subgroups, such as a benefits committee, regularly review options and report to the BPDG. Decisions included changing the company that managed the district's self-insured medical benefits program and tightening benefits

regulations, decisions which, without the support of faculty and staff, would have been difficult to sell.

BPDG and Productivity

Productivity is a suspect word for many faculty. To some it means chasing ADA, jamming ever more students into over-crowded classrooms, increasing loads, and assigning top priority to programs that attract students and produce "income," regardless of academic merit. These fears are sometimes justified. Recently a southern district in a bid to improve productivity, increased class sizes without fully consulting with the unions. The results were predictable--charges of bad faith, the filing of an unfair practice charge with Public Employees Relation Board (PERB), a sharp decrease in morale, and lingering resentment.

Although class sizes are not set in BPDG, shared governance creates the climate for cooperative, win-win solutions to productivity issues. Once members develop a sophisticated awareness of the way the colleges are financed and the tradeoffs necessary to preserve quality while increasing quantity, they often agree to support programs they traditionally oppose. Faculty no longer question the purpose of utilizing non-traditional delivery systems like contract instruction or cable or closed circuit television, as long as the "extra" revenue is used to support traditional programs. To increase productivity, large classes called "mega classes" (200 to 500 students) are agreed to only when the discipline lends itself to such a format (history and humanities), instructors are willing, and the extra revenue generated is used to support small classes, especially those sophomore level courses that traditionally attract fewer students but are essential components of the program.

Some areas like English composition will never be as "productive" as others like business or sociology, but it is certainly possible to increase productivity in a way that actually benefits both faculty and students. At Foothill, for example, faculty volunteer to convert several office hours per week to

staffing the writing laboratory. There they meet with their own students as well as others who sign up for the lab, and help them with writing assignments. This is a classic win-win solution--the load remains the same, the department collects more ADA and the students profit. In a similar way, a placement test at DeAnza that screens students according to skills levels makes it easier to teach classes, improves retention rates, and increases the need for remedial classes where the students stand a better chance to succeed. Here quality, quantity, and student need all merge.

Local Trustee Evaluation of BPDG

Although the BPDG restored collegiality and increased productivity, board members called for a thorough evaluation of the new process. Did the fact that faculty members assumed quasi-managerial status and participated directly in the development of the budget actually weaken the authority of the board and the administration and inhibit decision making? Since the BPDG expresses the will of all employees, does it "box in" the board and politically compel it to approve recommendations? Trustee Dr. Gerald Besson's comments reflected the general feeling of fellow board members:

> . . . I do not see it (BPDG) as impinging on the authority of the Board of Trustees, the chancellor, the presidents or the deans. On the contrary, I believe it is complementary to all these offices because it forces each participant to think and act like a trustee, a chancellor, a president, and a dean. In being given that surrogate authority, each participant must at the same time assume the heavy responsibilities for the difficult "buck stops here" decisions. To share rational yet intuitive and humane decision making is tremendously mutually supportive.
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> . . . the final and most important point that all of us involved with the BPDG recognize is the existence of a district-wide superordinate interest that takes priority over all subordinate interests. We (the board) are given an opportunity to use the over-riding interest as a yardstick

by which we may measure all of our decisions.[9]

The review was positive· the board officially sanctioned the BPDG and commended the chancellor for his achievement. In time, as pointed out above, mini-BPDGs were formed on each campus to develop college budgets and policies and eventually the principle of collaborative decision making spread throughout the district governance.

Cost of BPDG

What's the price tag of the BPDG? In very round numbers, each of the 22 members participates an average of 10 hours per month for 11 months of the year. At an average cost of $35 per hour for each member, the total cost in annual wages is about $85,000. Secretarial assistance and publication of agendas and packets probably add an additional $5,000. For the most part, however, these costs are "paper" expenses; there is no actual increase in expenditures because all of these duties are performed as part of regular assignments. Further, the meetings are held on Friday afternoons, traditionally a time of few classes and low overall productivity. The only increase in fixed costs is the occasional hiring of substitutes for station employees; in addition, the faculty union compensates its representatives for summer work out of its own dues.

Any rigorous form of accounting would have to credit the "savings" generated by the displacement of established committees like the Chancellor's Cabinet and District Council, the general reduction in informational meetings, and the overall increase in productivity and morale.

Exportability of BPDG

Is the BPDG form of shared governance exportable to other districts or is it so rooted in personalities that no transplant is

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[9] *Foothill-DeAnza Papers*, p. 94.

possible? Since it first began, with the exception of the chancellor and one president, the players have changed in the Foothill-DeAnza BPDG--in some cases several times--with no apparent diminution of vitality and effectiveness. To be sure, the more confident and intelligent the leaders are, the better the system works. But no one individual is indispensable.

Rather than personality or a "personality cult," shared governance depends on the desire of district boards and CEOs to risk the experiment, and the willingness of faculty and staff to make it work, But change can be so threatening or the climate so inhospitable or the leadership so rigid that preservation of the status quo--no matter how bad--is mutually preferable. Fear and personal survival are stronger imperatives than reform. And in some cases complete deterioration of relations or a change in leadership may have to occur before the parties are ready for reconciliation and the adoption of new patterns of behavior.

AB1725 and Shared Governance

Local pressure for shared governance systems will increase as AB1725 mandates go into effect. This comprehensive community college reform bill passed by the Legislature last summer requires both the state and local boards to develop minimum standards "to ensure faculty, staff, and students the right to participate effectively in district and college governance, and the opportunity to express their opinions at the campus level and to ensure that these opinions are given every reasonable consideration, and the right of academic senates to assume primary responsibility for making recommendations in the areas of curriculum and academic standards."[10]

The bill further mandates that the state Board of Governors "Develop policies and guidelines for strengthening the role of the academic senate with regard to the determination and

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[10] Education Code, 70901 (b) (1) (E); 70902 (b) (7).

administration of academic and professional standards, course approval and curricula, and other academic matters."[11]

Along with these broad directives, the bill specifically empowers local senates to develop jointly with their trustees local hiring qualifications, equivalencies for state minimum qualifications for hire and tenure, and fallback rights for non-tenured administrators seeking to return to the classroom. Unions are also delegated new responsibilities, including negotiating peer evaluation procedures, Faculty Service Areas (FSAs), and competency standards, and consulting with local senates during the process. This is just a partial list of new duties that significantly empower faculty in the post reform era. Of note, the academic senates, previously entitled only to "meet and confer" with local boards and legally inferior to unions, will have significantly greater authority and a more secure place in the governance scheme. Guided by the increasingly powerful state Academic Senate, they can be expected to push hard for more power at the local level.

Conclusion

Fortunately, shared governance today is not the daring experiment it was just a few years ago. The process and dynamics are defined, the advantages and disadvantages are clear, and numerous models are available for test drives. According to higher education researcher George Keller, who spoke March 7, 1989, at UC Berkeley on "Ten Trends in Higher Education," shared types of governance and general faculty empowerment are national phenomena. Apparently limited resources, shifting demographics and the changing needs of students require unprecedented involvement of all segments in the continuing quest for institutional excellence.

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[11] Section 61 (a), Assembly Bill 1725.

MEETING THE NEEDS OF THE DISABLED

A Speech Delivered to the Disabled Students Programs and Services Conference

by Karen S. Grosz, Santa Monica College

When first asked to deliver this speech, I turned to Susan Cota and Martha Kanter in the Chancellor's Office with a plea for special material I might read in preparation. Over the past few years, I have been asked to speak on a wide variety of topics, but I have always had the ability to retreat to a large body of literature for ideas and inspiration. This time, however, I realized, especially after hearing Catherine Johns's testimony to the Chancellor's Executive Council about psychological disabilities, that the literature on the disabled would not serve me. First, I would not understand much of what I might read of a technical nature. And second, I want to address the Academic Senate role in facilitating recognition of the disabled, not only in terms of the need to increase the numbers of disabled candidates in our hiring pools as a necessary step to increasing their representation in administration, staff, and faculty ranks, but also in terms of better educating faculty, staff, and administration about appropriate treatment of disabled students. No printed material exists on that particular topic, to my knowledge. Therefore, my comments stem from my own rather limited experience in this field and my perception of the needed activities for senates and college personnel who work with the disabled to accomplish the desired results.

I myself have encountered only a few severely disabled students over the years and perhaps for that reason I remember them well. An overriding characteristic they all shared was the passionate desire to fit in with everyone else. And my observation was that most students sensed that desire and honored it by not being overly solicitous about assisting with a wheelchair or impatient about speech impediments. Perhaps we have unusually capable faculty members in special services

working with these students, but I like to believe that all of our faculty members are unusually capable. Our disabled students seem to have that necessary blend of assertiveness and belief in their abilities that makes them wonderful to work with. In effect, of course, I am describing any ideal student. But the physically disabled have been tested in ways I can only marginally understand, and this test of their strength, both physical and emotional, has created a character special to this group, recognized for its blend of patience, diligence, and hardiness. Even the most physically fragile representatives of the group I am describing evidence a toughness, a rugged independence admirable on its surface. It is this toughness that enables the blind to see what we who are sighted cannot see, allows the deaf to hear what we cannot, and permits the paraplegic to soar above the rest of us caught in our lock-step routine.

In the distant past I used to tell my students that they could succeed only after they had made an honest appraisal of their limitations. This was in the late 1960's and early 1970's, when students proudly announced that they could be anything they wanted to be. In my stuffiest, most authoritarian manner, for I was very young then and felt the need to assert myself, I assured the students that each one of them had limitations. While I was thinking in terms of their abilities to control the English language, students invariably applied the comment in terms of their physical capabilities, assuring me that because they possessed two arms, two legs, and no serious physical disabilities, they could do anything. It was so immediate an identification between succeeding in life, in college, in my English class, and their physical structure that it was mind-boggling. But this was before the implementation of high tech centers with their marvelous array of computer capabilities.

More important, though, it was before the appearance of Bree Walker on network news or Jim Abbott with the California Angels. It was a day when people with disabilities had no role models on network news or pro sports. What concerns me is that TV journalism and sports, both highly dependent upon the

presentation and performance of physically well-developed individuals, are ready to include Bree Walker and Jim Abbott, while colleges statewide continue to neglect the disabled in making employment decisions for faculty, administrator, and staff positions.

Just a few weeks ago, in discussion of the employment provisions of Assembly Bill 1725, a faculty member asked me why the 30% figure applies only to hiring of ethnic minorities, instead of referencing all underrepresented groups, specifically the disabled. I could reply only that in the development of that mandated goal, representatives of ethnic minority groups were very vocal and persistent, and their persistence eventually was recognized.

Similarly, the early drafts of the report of the Joint Committee for Review of the Master Plan for Higher Education referenced the need for all of California higher education to focus upon increasing the representation of ethnic minorities among faculty and administration. Not until CAPED (California Association for Postsecondary Educators of the Disabled) President Donna Ferro spoke up and noted the omission of the disabled from the Joint Committee report was it revised to include this group. Similarly, CAPED representatives had to testify before the Board of Governors to note the omission of the disabled in the Board's affirmative action plan, entitled *Toward a New Diversity*, before that plan was revised to include specific reference to the disabled.

In thinking about why the disabled have been a forgotten group, I have wondered if perhaps it is partly because of every individual's desire to overcome a disability and perform to the best of her or his ability. Everyone wants to fit in with the crowd, be accepted as a person with valued ideas, not as someone apart from everyone else. We all have fought that occasional battle with separateness, and we know how uncomfortable it is. You will notice that, as with my students of long ago, I start with the assumption that we all have limitations and that only when we recognize those limitations can we find ways to overcome

them. But I realize now that, as with so much in my early teaching career, I was going at this issue backwards. Instead of focusing upon what they *cannot* do, students need constantly to focus on what they *can* do, build upon their abilities, and gradually overcome their limitations. This is the model which the disabled have presented for us. Bree Walker delights in what she can do and does not focus on her physical disability; in fact, the disability is clearly irrelevant. It is, however, part of Bree Walker, something she has had to live with and deal with. Similarly, Jim Abbott wants only to be recognized as a successful pitcher and does not invite attention to his disability. He wants to fit into the world of professional baseball, not stand out as an anomaly. But, like Bree Walker, he does stand out as a role model for many others striving to deal with their individual limitations. We need more such role models, and we need them on our community college campuses.

Individuals involved with the disabled have a critically important role of assisting local academic senates in developing an awareness of the need to recruit and hire the disabled. Districts right now should be in the process of reviewing district affirmative action plans. Local senates have been advised that they should play an active role in these reviews. Specialists who work with the disabled can assist the senates by noting the disparity between the numbers of disabled individuals in society and their representation among faculty, staff, and administration. Donna Ferro, Martha Kanter, and Susan Cota are models for imitation, for they have all been active and effective in speaking up for the disabled, bringing this group to the attention of faculty, administrators, and legislators on a statewide level. They need the help of specialists at the local level, specialists who can focus attention upon the disabled in local policy development and hiring decisions.

A second way in which specialists working with the disabled can assist local academic senates is by serving on affirmative action committees as representatives of one of the most underrepresented groups, the disabled. All too often, when asked to name underrepresented groups for affirmative action

consideration, faculty members focus upon ethnic minorities and exclude recognition of the disabled. Both students and faculty are shortchanged as a result. Just as we have much to learn from working with people of color, we also have much to learn from working with the disabled. Local senates have been encouraged to establish their own affirmative action committees to consider student, staff, administration, and faculty needs. By serving on a senate affirmative action committee, specialists can help to sensitize the campus community to the needs of those with disabilities and begin to work to meet their needs.

Dr. Carlos Cortes of UC Riverside gives a wonderful talk on the need for recognition of the diversity within the American community. Focusing on the national motto, *E pluribus unum*, Cortes notes the need for introducing all groups to the traditions and values of American life, the *unum* that makes us a cohesive community. At the same time, he suggests that everyone must develop sensitivity to the diverse cultural and racial groups that constitute that community. This is the *pluribus* part of the motto. Only when people care enough to draw together as a community, he indicates, through sharing ideas and beliefs, can the community survive. Yet it must always remain a community of individuals with different, unique needs and attitudes.

For the disabled, as distinct from ethnic groups, the problems encountered in becoming part of the community can sometimes seem impossible, and for the severely disabled, they certainly are formidable. But beyond the obvious problem of fitting in and trying to make a physical disability fade from attention, beyond that problem lies a more insidious difficulty. For our culture values physical perfection to the extent that, among teenagers, even five pounds of excess weight can lead to social problems. While precious few of us ever attain this physical perfection, we all have that platonic ideal in mind and act, often unconsciously, to dismiss those who do not measure up to that impossible ideal. We are a culture that perversely idolizes the physical and overlooks the moral and intellectual worth of an individual. And we are paying for that perversity with the immoral and stupid acts of our otherwise good-looking

politicians. I suspect that the students at Gallaudet University were acting on this belief in the need to transform their values into reality by forcing the appointment of a hearing-impaired president, one with whom they could communicate directly. Whether or not one agrees with their methods, the students sent a clear message about their belief in the abilities of the disabled and their desire for an active role model.

When we allow the perverse values of superficial appearance over inner worth to permeate the academy, the loss is even greater, for it is within the collegiate setting that we can at least begin to change those distorted ethics and help create improved values. To my mind, this is the major benefit of teaching critical thinking, of helping students to see beneath the surface and begin to evaluate the inner worth of an idea--or a person. Eventually we may see the appointment of a Hispanic, Indian, African-American, or Asian-American female with a disability to an important position on campus.

Assembly Bill 1725 provides us with the vehicle for effecting that change. Its mandate that we give attention to faculty and staff diversity provides us the opportunity to change the faculty, staff, and administration as we make hiring decisions. The legislation's attention to and funding for faculty and staff development allows us to examine ways to modify the curriculum and the teaching-learning environment, while also encouraging people to recognize the contributions of the disabled, with sensitivity to their needs and potential as human beings who can be productive members of society with much to offer. With the legislation's intent to push the community colleges to reflect the diversity of the state's population, faculty members have an opportunity to educate not just the campus community, but the community at large about the abilities of the disabled, whose numbers will most likely continue to grow. With the increased funding to be made available for AB 1725 reforms, community college faculty members can make changes. This is a rare opportunity.

Meeting the Needs of the Disabled

There is a more immediate way in which the Academic Senate at the state level would welcome the expertise of specialists who work with the disabled. In the preparation of the lists of disciplines, related disciplines, and disciplines not requiring a master's degree, the Senate has recognized that it does not sufficiently understand the hiring qualifications of the specialists. The Senate needs and welcomes the help of faculty members who know this particular area.

I urge student services specialists to work with their local senates to help faculty members at large to grasp this opportunity for better meeting the needs of the disabled, both as students and as prospective employees, and make the most of it. With patience and persistence, the disabled community can overcome the limitations of a society which is on the threshold of seeing the pitching capacity of a Jim Abbott and the broadcasting abilities of a Bree Walker. This is exactly the moment to be most energetic, for changes will occur and faculty members can either sit back quietly now and complain later, or act now and open up opportunities for that growing population of the disabled.

THEORY INTO PRACTICE: KNOWLEDGE AND SKILLS GAINED IN GRADUATE SCHOOL APPLIED TO COLLEGE ADMINISTRATION

by Ann Stephenson, Cabrillo College
and Jan Moser, Palomar College

Introduction

Can leadership be taught? Will a Ph.D. in educational administration improve one's ability to provide academic leadership? On the basis of observation, some college staff members would no doubt respond that such a degree is unnecessary, even slightly suspect as an academic credential. The less cynical would respond that the degree offers no guarantee to increased effectiveness.

After completing Ph.D. programs in educational administration and then assuming positions as academic vice presidents, the two authors are in an excellent position to evaluate whether graduate study was of value. Both have been vice presidents for less than two years--one at Cabrillo College, a mid-sized central California college with a unionized faculty, and the other at Palomar College, a large southern California college with a nonunionized faculty.

On the whole, the two recently appointed vice presidents judge the graduate school experience as an asset in their present positions. Both concede that few of us are born "natural" leaders. For this reason, learning from the experience and insight of others was of value because it saved some of the time that would otherwise have been devoted to trial and error in a new job.

We could cite numerous examples of valuable skills and concepts learned in graduate school, and in the following pages, we will highlight some of the skills and concepts found to be of particular value. From them, those who plan to enter a program

educational administration may benefit by learning the identity of useful subjects of study. But the content of this paper goes beyond the identification of useful subjects for graduate study by would-be administrators. The authors agree that graduate school, although it provides valuable experience, is not the arena in which to test leadership ability. Applying theories does not come automatically or even easily in the campus environment. As new vice presidents, the authors recognized the value of applying theory and refining and reinforcing it in practice. As valuable as theoretical knowledge is, the administrator must test it in and adapt it to the reality of a college campus. Thus, in addition to identifying the most important skills and theories learned in graduate school, this paper also shares the lessons we learned in applying them.

Participative Decision Making--Applying the Skills Learned

Skills in decision making are so fundamental to administration that the opportunity to apply them is almost constant. For this reason, college administrators need knowledge of basic decision-making and planning processes based on motivation theory. Learning the steps of planning and decision-making processes is easy enough. Once on the job, the administrator faces the challenge to determine who will participate in the process and at what stage.

Within days of her appointment, the new vice president at Cabrillo College confronted the need to apply decision-making theory. Instructional administrators expressed dissatisfaction with their efforts to rank faculty staffing priorities. This situation provided an opportunity to suggest a new method for determining priorities. In this situation, the vice president called upon knowledge of two processes learned in graduate school. First, she introduced a heuristic approach into the process of decision making. With the participation of instructional administrators, the vice president developed weighted, objective criteria for evaluating each faculty position.

Theory Into Practice

For the first time, college administration introduced quantitative data into the process. But the process was not fully acceptable in this form. The instructional administrators recognized the importance of the objective information and criteria, but they were uncomfortable with basing the decision solely on the "numbers." In order to overcome this limitation in the process, the vice president introduced the use of a second decision-making process learned in graduate school. Expanding the process to involve qualitative judgment, she added a nominal group technique of decision making. Thus, the group's final staffing recommendation stemmed from both qualitative and quantitative sources.

This experience in developing a ranking process and in modifying it reinforced the importance of the involvement of those affected by the decision. This advantage became apparent when complaints arose about the outcome of the ranking and the process was challenged. The administrators stood by the process because they had agreed to it, and they had participated in developing it.

With refinement of the process the next year, the administrator invited the academic senate to join the review and offer feedback. As a consequence, the larger group revised the ranking process to include greater faculty participation and more communication. In its second year of implementation, the refined ranking process results proved more widely acceptable. The expansion of the participative decision-making approach improved the process.

At Palomar College the first occasion for using a quantitative and qualitative decision-making mechanism involved finding an equitable model for distribution of instructional equipment money. The vice president asked departments to fill in two requests, one for computer equipment and one for other equipment. A campus computer committee then reviewed and set priorities for computer equipment requests. The deans, with the assistance of their department chairs, reviewed and set priorities for the remaining requests.

Theory Into Practice

The qualitative information from the computer committee was considered first. It stemmed from a group decision-making process which fostered interaction in a relatively large group of faculty from a variety of instructional areas.

The vice president then entered priorities for equipment purchase into a weighted formula which included equipment need, average daily attendance, student service, community education, library use, and match funding. The funds were distributed to the divisions where equipment was purchased. Because the formula emerged from factors set by the divisions, its explanation and defense to those concerned about equitable distribution proved easy.

The authors discovered from the situations described in the paragraphs above that skills learned in graduate school could contribute to solving campus problems. In the process of utilizing these skills, the administrators reinforced theories and learned lessons about successfully adapting those theories to the college environment. In summing up the lessons learned in applying theory, we have derived the following conclusions:

1. The solution to a campus problem presents an opportunity to or requires use of more than one theory or technique. Thus, effective application of theory and skills fosters an eclectic approach with the borrowing of elements from several theories or processes.

2. The early involvement of those affected by the decision brings their support later on and results in a more acceptable conclusion to the process.

3. Involvement of the academic senate improves the decision-making process and increases faculty acceptance of the results of the process.

4. A new approach is more easily accepted when the participants are having difficulty developing their own process--timing is important.

5. A balance of quantitative and qualitative judgment is more acceptable to campus groups and more appropriate for professionals.

Learning from Misjudging--Negative Reinforcement

Not all attempts at participative decision making went smoothly in the early tenure of the Cabrillo vice president. In learning to apply theory, she discovered that she could learn from an unsuccessful experience the same lesson learned from a successful experience--negative as well as positive reinforcement. For example, revision of all college policies directed by the governing board proved to be an unpopular assignment at Cabrillo College, and although successfully completed, the project brought complaints and resentment to the surface. In addition to being formidable, the task had a short timeline for completion, so the vice president initiated the project over the summer by developing a process, by writing instructions on how to develop and write policies, and by gathering examples of policies from other colleges. Intending to speed up the process and ease the burden on others, the vice president completed this preparation before asking for participation in the policy writing process. Even though the process of policy making included the involvement of campus constituencies, instructional administrators and faculty resented the assignment and criticized the process because it lacked their early involvement in developing it. Had they been more supportive, the policy revision process might have progressed with a more positive attitude.

In another example of learning from experience, the authors recognized that the introduction of participative decision making, as learned in the books in graduate school, can be complicated by the association of the task with previous unpleasant events. For example, when the vice president invited

the Cabrillo College Faculty Senate to participate in the development of an academic program review process, the senators' previous experience with a process that led to faculty dismissals prompted them to reject the notion in spite of efforts to stress the positive benefits of program review. After much consideration, the senate agreed instead to participate in academic program planning, with its more positive associations. In this instance, inadequate administrator assessment of the collective culture and its values before attempting to develop a new process led to a lack of cooperation. More consideration to what would motivate individuals in the organization should have preceded the request to participate in the process.

The lessons learned from these two experiences included:

1. Early involvement of those affected by the decision generates support--it is not enough to invite participation at a later stage even if the intention to save participants' time and effort is good.

2. The presentation of a concept, need, or process can be critical, as can the terminology used.

3. The process needs to match institutional values and culture.

4. Acceptance of the process is possible once there is agreement on goals.

These experiences and others, clearly demonstrate that participatory decision making can increase the likelihood of satisfaction, commitment, and motivation. Shared decision making also benefited the college and its staff because more information was available. For these reasons, an understanding of motivation and decision-making theories has proved particularly valuable in college administration. This conclusion coincides with Edwin Bridge's theory that whenever others have a personal stake in the decision and can make a useful contribution, they should participate in the process. Theory and experience lead an administrator to ask, "Who will be affected?

Who has needed information? Who will complain if not consulted? What will the complaint be?"

Research as a Basis for Decision Making

In the early years of most community colleges, administrators were sometimes perceived to make decisions through a process known as "the old boy system." Many times these administrators based decisions on friendship or presentation of the best argument (whether based on fact or fiction). Sometimes administrator decisions depended on the mood of the day. By basing decision making on rational thinking and research results learned in graduate school, an administrator creates an environment for defensible, fair decisions without emotional baggage.

In several situations at Palomar College the vice president resolved problems through the use of research. For example, it became apparent very early that inequity existed in clerical support for the instruction division. A faculty member on sabbatical leave taking course work for a doctorate took on the project, working closely with the vice president, to develop a distribution model for clerical support. Because all constituencies were included and informed about the project, departments accepted the resulting changes.

Important lessons learned from this experience are the following:

1. Decisions based on thorough research are more readily accepted, especially when all constituencies affected are involved and informed.

2. Change can occur more quickly and in a more orderly fashion if the need for a change is defined, the process for research is well described and implemented in a rational, non-threatening way.

Interpersonal Relationships

Many important projects materialized at both Palomar College and Cabrillo College last year. Yet in the spring, the faculty began to complain of burnout. It became obvious that when a new administrator undertakes the responsibilities of the position, theory and skills in planning remain valuable assets, but must be exercised with caution. In the process of completing projects, the administrators appeared to emphasize a task orientation at the expense of attention to interpersonal relationships. In the press of deadlines, administrators sometimes pay less attention to social relations on campus. There needs to be a balance between effectiveness as perceived in Fiedler's *Contingency Model of Leadership*--accomplishment of the task--and effectiveness as judged by House in *Path Goal Theory*--improvement of subordinate job satisfaction and motivation.

The important lessons learned from this experience were

1. A balance of task orientation and interpersonal relations is needed for effective leadership.

2. Knowledge of theory is valuable as a basis for self evaluation and analysis in an adverse situation.

Comparison to the Ideal

Finally, we should mention one other discovery in the process of reconciling graduate study and practice of administration. Graduate study heightens commitment to an educational philosophy. Knowledge of learning theory, research, new methodology, and critical issues forge an educational philosophy against which to judge conditions and proposals. Reactions and opinions derive from more than individual, limited experience. For example, understanding, on the basis of research, the needs of the adult learner provides a basis for reviewing such activities as schedule development, curriculum planning, and teaching methodology.

In practice, this knowledge has its drawbacks, for the administrator frequently compares the college to the ideals found in the literature. This comparison sometimes leads to impatience with the present situation because attempts to change can run up against institutional inertia and tradition. One of the most important and difficult lessons learned in applying graduate school theory is patience, the need to make time for understanding the campus culture and expect change to occur even more slowly than predicted by change theory.

Conclusion

In conclusion, those applying theory and skills learned in a doctoral program in educational administration should consider the following suggestions:

1. Judge the appropriate time to introduce a new decision-making process.

2. Adapt the decision-making process to the college culture and values.

3. Establish a support base (decision-making process development, goals agreement, early involvement of affected constituencies).

4. Be patient in expecting change.

5. Aim for balance between quantitative and qualitative approaches, task and people, old and new ideas.

6. Select elements from a variety of theories and decision-making processes to create a unique mixture appropriate to the institution and situation.

7. Use theory for self-evaluation and analysis of decision-making outcomes.

8. Incorporate research into the decision-making process.

In other words, the administrator should adapt the application of theory to the college and the circumstances, and allow time for the decision-making process to grow.

CONTRACT FACULTY HIRING PROCEDURES: A MODEL BASED ON ASSEMBLY BILL 1725

A Position Paper Prepared by the
Academic Senate Educational Policies Committee
and Approved at the 1989 Spring Session

Philosophy

It is the policy of the X Community College District that faculty hiring procedures and guidelines be established to provide for college faculty of highly qualified people who are expert in their subject areas, who are skilled in teaching and serving the needs of a varied student population, who can foster overall college effectiveness, and who are sensitive to and themselves represent the racial and cultural diversity of the district community.[1]

The governing board represented by the administration has the principal legal and public responsibility for ensuring an

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[1] Section 4 (o): "Any set of laws, regulations, directives, or guidelines regarging community college faculty and administrator qualifications, evaluation, hiring, or retention should promote the efforts if kicak community colleges to ensure that their faculty and administration consists of: (1) Teachers who can teach and who are experts in the subject matter of their curriculum. (2) Counselors, librarians, and other instructional and student service faculty who can foster college effectiveness and who are experts in the subject matter of their speciality." Section 4 (p) (1) also applies: "The laws, regulations, directives, or guidelines should help the community colleges ensure that the faculty and administrators they hire and retain are people who are sympathetic and sensitive to the racial and cultural diversity in the colleges, are themselves representative of that diversity, and are well prepared by training and temperament to respond effectively to the educational needs of all the special populations served by community colleges."

effective hiring process.[2] The faculty represented by the academic senate has an inherent professional responsibility in the development and implementation of policies and procedures governing the hiring process[3] which is to ensure the quality of its faculty peers.[4]

District hiring procedures are based on a recognition that responsibility for selecting these well-qualified people is shared cooperatively by both faculty members and college administrators, participating effectively in all appropriate phases of the hiring process.[5] The responsibilities of these individuals include identifying positions; following the district's affirmative action policy; reviewing and formulating job descriptions; advertising positions; screening, interviewing, and selecting the recommended candidates. All procedures

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2 AB 1725, Section S (2): "The governing board of a community college district derives its authority from statute and from its status as the entity holding the institution in trust for the benefit of the public. As a result, the governing board and the administrators it appoints have the principal legal responsibility for ensuring an effective hiring process."

3 AB 1725, Section 4 (s) (3): "Faculty members derive their authority from their expertise as teachers and subject matter specialists and from their status as professionals. As a result, the faculty has an inherent professional responsibility in the development and implementation of policies and procedures governing the hiring process."

4 AB 1725, Section 4 (t)(1):". . . While the precise nature of the hiring process for faculty should be subject to local definition and control, each community college should, in a way that is appropriate to its circumstances, establish a hiring process that ensures that: (1) Emphasis is placed on the responsibility of the faculty to ensure the quality of their faculty peers."

5 AB 1725, Section 4 (t) (2): "Both faculty members and administrators participate effectively in all appropriate phases of the process."

relative to faculty hiring shall be characterized by strict confidentiality.

Affirmative Action Procedures

"All participants in the process are given appropriate training in affirmative action procedures and the affirmative action goals and timetables of the community college so that success in reaching those goals is better assured."[6] At each level, nominating entities and selection committee members have the responsibility to ensure that "individuals, preferably minorities or women, who are knowledgeable about and responsible to the community college's affirmative action goals are included on all selection committees or similar groups."[7] An affirmative action committee shall be established under the auspices of the academic senate. Members of this committee shall receive appropriate training and shall be expected to serve on selection committees. The affirmative action officer shall serve as a consultant on district and state guidelines and be responsible for monitoring the district's affirmative action procedures, including but not limited to a review of the job descriptions and announcements, composition and procedures of selection committees, and the adequacy of the pool of applicants.

Position Identification and Search Procedures

The need for contract faculty positions shall be cooperatively determined through a well defined, thoughtful planning process involving college administrators, the academic senate, and faculty in the subject area departments.[8] A joint recommendation on the positions to be filled shall be presented by the college president to the district chancellor and board of trustees. Subject area needs shall have been reviewed to determine strengths, weaknesses, special skills needed, and

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6 AB 1725, Section 4 (t) (6).

7 AB 1725, Section 4 (t) (7).

8 AB 1725, Section 4 (t) (3).

affirmative action goals. The appropriate subject area faculty together with the first line administrator shall develop the faculty job descriptions, requirements, and desired characteristics. This means that the college may establish criteria for hiring that go well beyond the minimum qualifications set by regulation. Such practice is expected and encouraged.[9] "Clear and complete job descriptions, including all job-related skills requirements and any additional qualifications recommended by the faculty when appropriate, are prepared for each position, and these job descriptions are reveiwed before each position is announced, to ensure conformity with the community college's affirmative action and nondiscrimination commitments."[10]

It is the intent of the district that approval of open positions and initiation of the hiring process be early enough in the year to allow for all procedures to be undertaken in a thorough and thoughtful manner, ensuring that the hiring process is completed during the academic year, whenever possible, and well in advance of employment.[11] The length of the advertising period should be at least two months to allow for adequate distribution and response and to help obtain larger and more balanced pools of applicants.

Selection Committee Procedures

Composition of Committee. The selection committee shall consist of at least four faculty members appointed by the academic senate in consultation with the faculty of the discipline or subject area. The area administrator shall also be a member of

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9 AB 1725, Section 4 (s) (4).

10 AB 1725, Section 4 (t) (5).

11 AB 1725, Section 4 (t) (4): "The time between the announcement of the position and the selection of a candidate for hire is long enough to allow a thorough, complete, and thoughtful search." And Section 4 (t) (8): "Final hiring decisions are, whenever reasonably possible, made during the regular academic year and promptly communicated to the faculty . . ."

the committee. The department chair (if any) shall be one of the faculty members appointed. One member from the affirmative action committee shall be appointed by the academic senate to each selection committee. When appropriate, a faculty member may be appointed from the subject area at another college or university. Also the academic senate may appoint a classified staff member and/or a student to the selection committee. All members of the selection committee shall be knowledgeable about the affirmative action goals and procedures of the district which shall be reviewed by the committee. The affirmative action office shall review the composition of the committee with the senate president or his/her representative. The initial meeting of this committee shall be arranged by the area administrator; the committee shall then select its ongoing chair who shall be a faculty member from the discipline or subject area.

Review of Applications. The selection committee shall review all applications and shall select those applicants for an interview who best meet the desired qualifications listed on the job description, as measured by evidence of professional qualifications, including educational background and experience. All relevant academic information shall be submitted to the selection committee.

The desired qualifications of the district may well be higher, but may not fall below the state's minimum qualifications. Each individual employed must possess "qualifications that are at least equivalent to the applicable minimum qualifications specified in regulations adopted by the Board of Governors." Thus, local equivalency procedures "shall be developed and agreed upon jointly by representatives of the governing board and the academic senate."[12]

The faculty on the selection committee from the given discipline or subject area shall make the determination whether

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[12] Education Code Section 87359 (b).

applicants meet the desired qualifications, the state minimum qualifications, or, when applicable, their equivalents as specified above.

Evaluation of Candidates. The selection committee shall evaluate candidates in regard to subject area knowledge and competency, teaching and communication skills, commitment to professional growth and service, potential for overall college effectiveness, and sensitivity to and understanding of the diverse academic, socioeconomic, cultural, disability, and ethnic backgrounds of the district's students.

The committee shall formulate interview questions (including an appropriate follow-up question procedure) to ensure a thorough assessment of the candidate's qualifications. The committee shall also provide for appropriate teaching demonstrations, writing samples, and/or other performance indicators related to the subject area. All pertinent provisions contained in the district's collective bargaining contract shall be observed.

The committee shall conduct interviews and use a rating system to evaluate responses. Individual committee members must be present for each interview in order to participate in the evaluation of candidates. All evaluation procedures shall be reviewed by the affirmative action office.

The chair shall lead the committee discussion regarding strengths and weaknesses of the candidates and summarize final committee rankings. The committee may include rankings and/or written comments for each candidate as a further means of communicating its recommendations. In case the list of faculty to be interviewed is large, the selection committee may wish to schedule second-stage interviews for those considered best qualified. Teaching demonstrations or other performance tasks may be deferred to this time.

From among those interviewed and considered well qualified, the committee shall select up to four candidates for reference

checks. Reference checks shall be conducted by the area administrator and the selection committee (faculty) chair and shared with the selection committee before names are forwarded. Reference checks shall include academic background, professional experience, and personal qualities relevant to performance in the faculty position. The committee shall recommend up to three candidates to the college president for final consideration. The candidates whose names are forwarded shall be the best qualified to fulfill the requirements of the faculty position. If the committee cannot recommend any of the applicants, the hiring process shall be reopened.

Selection of the Final Candidate. The president shall review the selection committee's recommendation and the qualifications and reference checks on the final candidates. The president may interview the finalists and conduct additional reference checks.

"Final hiring decisions are, whenever reasonably possible, made during the regular academic year and promptly communicated to the faculty; the expectation that faculty recommendations regarding the hiring of faculty shall normally be accepted is reinforced; and only in exceptional circumstances, and for compelling reasons communicated to the selection committee and to the president of the academic senate of the college, will someone be hired as a faculty member who has not been found to be among the best qualified by the faculty."[13]

The selection of the finalist to be recommended to the chancellor and board of trustees shall be made by the college president in joint consultation with the selection committee chair, the area administrator, and the academic senate president. If exceptional circumstances and compelling reasons exist why the president cannot choose any of the final candidates recommended, then he/she shall meet with the selection committee to discuss these issues. If the selection committee and the president cannot reach an agreement as to a candidate, then

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13 AB 1725, Section 4 (t) (8).

the president shall put his/her objection in writing to the selection committee and to the academic senate president, and the position shall be reopened.

Review and Revision

This hiring policy and its procedures are subject to review and revision at the request of either the academic senate or the board of trustees. Such revised policy or procedures shall be mutually agreed upon by both parties before it replaces the previously agreed upon hiring policy or procedures.

THE ACADEMIC SENATE
FOR CALIFORNIA COMMUNITY COLLEGES

1988-89

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